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DEVELOPMENT OF COMPREHENSIVE COMMUNITY PROGRAMS FOR TREATMENT AND REHABILITATION OF DELINQUENTS IN RURAL AREAS.

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EFFECTIVE REHABILITATION AND TREATMENT PROGRAMS FOR DELINQUENTS REQUIRE CLOSE WORKING RELATIONSHIPS AMONG LOCAL, COUNTY, AND STATE AGENCIES. THE JUVENILE COURT IS THE KEY AGENCY BUT HAS BEEN INEFFECTIVE BECAUSE OF LACK OF SUFFICIENT AND SKILLED SOCIAL WORKERS. THE SERVICES OF PROFESSIONALLY STAFFED SOCIAL AGENCIES ARE PARTICULARLY LACKING IN RURAL AREAS. VOLUNTARY CLUBS AND GROUPS HAVE BEEN CONCERNED WITH PREVENTIVE PROGRAMS INVOLVING RECREATION MEETINGS, CONFERENCES, AND COMPETITION, BUT THEY HAVE NOT REACHED THE YOUTH WHO NEED THIS HELP. SUCH ORGANIZATIONS NEED TO PRESENT PROGRAMS THAT WILL INTEREST THE MALADJUSTED YOUTH. THESE SAME CLUBS COULD ALSO FURNISH VOLUNTEER PROBATION OFFICERS WHO WOULD EVIDENCE A SINCERE PERSONAL INTEREST. AUXILIARY SERVICES ARE ALSO NEEDED IN THE FORM OF DETENTION HOMES, PSYCHIATRIC SERVICES, RESIDENTIAL HOMES FOR THE MENTALLY HANDICAPPED DELINQUENT, FOSTER HOMES, GROUP CENTERS, AND AN EFFECTIVE PAROLE SYSTEM. SUGGESTIONS FOR IMPLEMENTATION INCLUDE A NEED FOR AVAILABLE FACTS, BY STARTING WITH THE LOCAL COMMUNITY, DETERMINING INTEREST, DECIDING WHO SHOULD BE INVOLVED, AND FORMULATING A COMMON GOAL. A COORDINATING COUNCIL INVOLVING ALL AGENCIES SHOULD BE ESTABLISHED WITH THE PURPOSE OF DETERMINING PRIORITIES. THE REPORT CONCLUDES THAT CHANGES CAN BE ACCOMPLISHED IF ALL THE ELEMENTS OF COOPERATIVE ACTION ARE PRESENT. THIS PAPER WAS PREPARED FOR PRESENTATION AT THE NATIONAL CONFERENCE ON PROBLEMS OF RURAL YOUTH IN A CHANGING ENVIRONMENT (SEPTEMBER 1963). (JS)

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ABSTRACT

Effective rehabilitative and treatment programs for delinquents require close working relationships among local, county, and state services. Planning for these services in rural areas must be based on the interaction of local and state services.

Voluntary services presently are not reaching youngsters most in need of treatment and rehabilitation, leaving the burden primarily on the public agencies.

The juvenile court is the key agency in rehabilitation and treatment of delinquents, but cannot operate effectively without skilled social service personnel.

Because of lack of sufficient and skilled workers, probation fails to provide the person-to-person relationship so necessary for success. In most instances, probation fails to rise above a routine accounting for those acquiring a bare legal status as probationer. Voluntary probation personnel may supplement the regular staff if good supervision is provided.

Auxiliary services for detention, psychiatric care, foster homes, group care and parole are inadequate in most rural areas, resulting in even greater burdens on an inadequate probation staff.

Planning by the community can improve the situation, provided consideration is given to county and state services. Planning must be done by concerned persons, but ones who are able to gather the facts without preconceived notions of what they want to find. Only on this basis can common community problems be identified and goals formulated. Implementation of programs to reach these goals requires broad community understanding and acceptance by all, including the agencies involved, a recognition of the realistic contributions of each to a broad plan, a willingness to change programs to meet the common goals, and a missionary zeal to see that the work is done.

INTRODUCTION

In discussing community programs for the treatment and rehabilitation of delinquent rural youth, it is essential to recognize that services for rural and urban areas are often one in the same. Many of the public services are organized on a county or state-wide basis. It is impossible, therefore, to consider rural problems and their solution apart from those of the larger communities of which rural areas are a part. Modern means of communication and transportation bind rural and urban areas together. Nevertheless, distance, in some cases, still may remain an obstacle to use of servicees, especially when services are located in larger urban centers 15 or 20 miles distant.

Treatment and rehabilitation of delinquents is intertwined with many other services. The existence of preventive programs in a community, the quality of the juvenile court services within the area, the quality and quantity of the auxiliary services to the juvenile court--such as detention, probation and parole; the extent of the other cases heard in the court such as neglect and dependency cases, adoptions, divorces, criminal and civil cases; the quality and quantity of the care available for those children removed from their own homes--either to foster homes, private or public institutions; the quality and quantity of the mental health facilities, all must be considered together before programs for treatment and rehabilitation of the delinquent can be understood.

The complex interaction of a wide variety of factors such of these is often overlooked in discussion of treatment and rehabilitation programs. Since the assigned topic was the development of comprehensive community programs for treatment and rehabilitation of delinquents in rural areas, it will therefore be necessary to overlap, to a degree, the areas covered by other papers.

WEAKNESS OF VOLUNTARY SERVICES

Typically, services of professionally staffed social agencies are lacking in rural areas. This does not imply there are none, especially if there is a good sized urban area within a short distance. However, their number and impact is minimal considering the picture as a whole. This leaves the burden of treatment and rehabilitation of delinquents on public agencies and a variety of clubs and voluntary groups.

Almost universally, the clubs and voluntary groups are concerned with the "preventive" programs involving recreation, group meetings, conferences, and competitions of various types. Unfortunate, for the most part, those attracted into these programs are not the ones the most likely to become delinquent. Actually, in order to prevent disruption of their valuable training and socializing programs, non-conforming youths from Shantytown often are "encouraged out" of programs. Whether they become delinquent or not, youth from lower status families seldom engage in extra-curricular school activities; seldom have they had any church exposure; they do not belong to the Boy Scouts or the 4-H Clubs or similar organizations. It can be said that, generally speaking, the bulk of the voluntary efforts reach the ones least in need.

The scarcity of service in the preventive field for those most needing it is even more noticeable in the field of treatment and correction, as far as the private organizations are concerned.

It is partially because of this recognition of problems of adolescent adjustment that the juvenile court was established as a non-criminal court, the proceedings of which, at least in theory, are confidential so that the youth will not be handicapped by being labeled a criminal and having a criminal record.

In spite of the confidential nature of the juvenile court proceedings (at least in most areas), police records and the knowledge of acquaintances do not have the same limitations. Although the knowledge of a youth's transgressions may not be widely publicized, they are in fact, known to a fairly large group of people in the community. Word of mouth, although often inaccurate, is nevertheless an effective means of passing the word. The result is often greater isolation from the acceptable activities for youth. Those public and private organizations, having a degree of control over the participants, tend to shy away even more from the youngster most in need.

Voluntary agencies can be effective in rehabilitation and treatment only if they will undertake additional or different kinds of programs than those appealing to the well adjusted youngster. The net result of the relative unavailability of private resources, either professionally staffed or otherwise, is to deposit. the burden on the public agencies.

THE JUVENILE COURT'S KEY POSITION

The critical point within the public agency system is the juvenile court. In terms of history, the juvenile court is a comparatively new concept. One of its purposes was to substitute a non-criminal court process for ciminal conviction, based upon a recognition of the fact that the normal adolescent tendencies earlier mentioned, on occasion result in a violation of the adult norms as they have been translated into law.

A corollary of that juvenile court concept is that children are to be helped toward rehabilitation by the use of a variety of social services, which are called into operation as a result of the court process.

PROBATION IN JUVENILE COURT

The juvenile court, without availability of a variety of social services, is utterly ineffective. There is nothing magical about the entry of a paper order by the court. Directions from the bench and the resulting paper decree do not change behavior. Only by person-to-person guidance and encouragement can personal reactions or community influences be changed. The order merely establishes the legal framework within which the probation officer furnishes the person-to-person counseling, guidance and assistance.

As we survey the courts, just how much probation service is actually available in the rural areas?

First, it is important to realize that most probation officers have a variety of duties in addition to probation supervision itself. Many courts having juvenile court jurisdiction handle neglected and dependent children, cases of adoption, and a variety of other matters relating to children and families.

The juvenile court is unique in that it frequently has, as a part of its own administrative structure, a variety of social services. Obviously, these services vary considerably from state to state and from community to community. But the fact remains that the fewer child serving agencies there are reaching the really vulnerable child in a community, the greater are the demands on the juvenile court for such services.

This condition arises from a number of current circumstances, but also from the historical development of services for children. In almost all states juvenile courts antedate well-organized public welfare agencies. Historically, state intervention in the child's life has been based on provable fault (on the part of a parent or child), so serious as to require authoritative orders of enforcement, or on financial need of such degree that the state must assume the burden of care.

Under the category of fault, the court was (and is) the only agency permitted to intrude into our constitutional heritage of the right to be let alone. Even then, there must be a legal reason such as serious fault that jeopardizes rights of others.

As to those dependent on public support, the historical existence of orphanages, state homes, foster care programs and apprenticeship all involved changing legal relationships. It was essential that the courts (and ultimately the juvenile court) should be given this legal duty. The fact that normally there was no other agency with any semblance of the financial ability or the staff organization to carry out these functions was another contributing factor.

Although there has been some statutory limitation of function of the courts in the dependency field today, there still exists, in most states, a right (and a duty) to act in cases of dependency, frequently involving medical care arising from financial need or associated with institutional placement.

In many states the legal and social services incident to adoption are found in the juvenile courts.

Obviously, to render these services, a social service staff is needed. In many courts, as a part of the administrative structure of the court, there are programs of foster care, operation of detention or shelter homes, investigations of family, personal, and community influences on a child, supervision of neglected children in their own homes, in foster homes or in private institutions, probation services for those adjudicated delinquent, and parole supervision of those released from juvenile training or correctional institutions.

This complex of services, in addition to probation or parole supervision, requires administrative functions, adequate pre-disposition social studies to assist the court in understanding what will most likely result in rehabilitation of the child, good current reporting of status and progress of each child, con-

sideration of legal requirements of hearings, and such matters as transportation of children, inspection of foster homes, and finding persons who may be interested in giving foster care.

These functions require a great deal of time and skill. Changing human behavior is not accomplished overnight, nor by entering a court order. It requires person-to-person work, supplemented by aid from many sources.

In most rural areas, the juvenile court function is combined with the hearing of other types of cases. A common danger is that the demands of the adversaries in the other types of cases make it difficult for the judge to give sufficient attention to juvenile cases. This makes it even more important that he have sufficient, skilled social service personnel, to aid him.

Our focus is on treatment and rehabilitation of delinquents, but we have briefly mentioned other duties of the court because it is important to understand the variety and degree of demands made on the social service staff of the court. Time, energy and other resources consumed by these demands reduces the amount of time and other resources available for treatment and rehabilitation through probation supervision.

Children's Charter of the Juvenile Courts of Michigan, Inc. studied juvenile court probation services in Michigan in 1962. So far as can be learned, such information has never before been tabulated on a statewide basis. In Michigan, where 82 of 83 counties have juvenile probation service, 17 types of duties were identified in addition to the central one -- the supervision of children on probation. The median time available per child-probationer per week was determined for counties of various sizes. The survey revealed (See Chart I, p. 6) that in the rural counties only 10 to 16 minutes per child-probationer per week was devoted to the all important treatment task of supervision. The recommended minimum of 45 minutes per child per week was not reached by any group of counties, regardless of size.

The Georgia Citizens Committee on Crime and Delinquency study 1/ revealed the following:

1. Only 16 of Georgia's 159 counties have juvenile probation services.
2. Only 6 have detention homes.
3. There are no juvenile parole services.
4. Only 28 counties have child welfare workers.

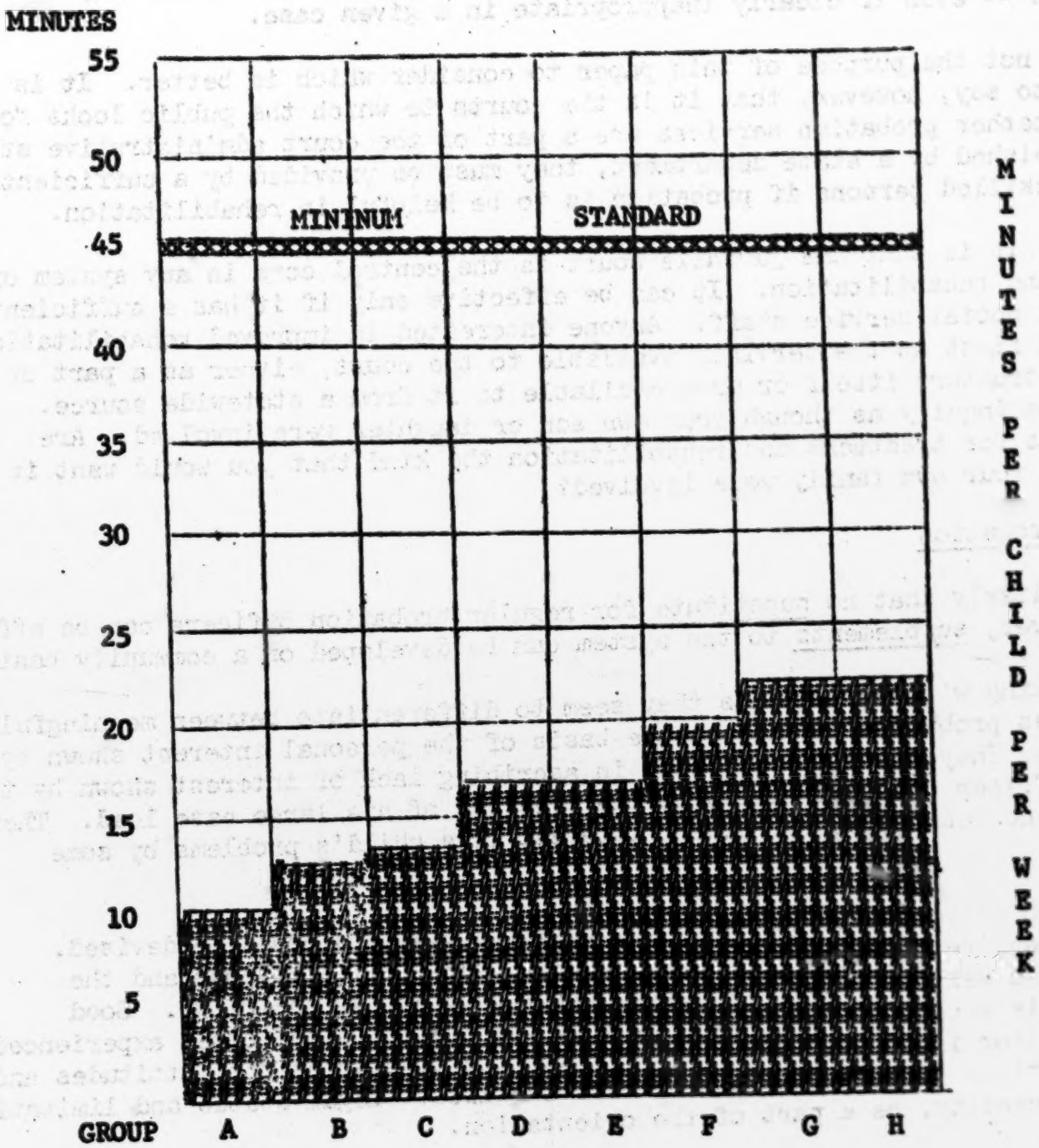
It is submitted that, although there may be some states with better services, the situations in Michigan and Georgia are not unique, and are especially critical in rural areas.

In some states probation services are administered at the state level by a state department of corrections or welfare.

Advantages of state-level services include uniformity of services, and probably greater supervision and higher standards of skill. An additional advantage to a rural county is that the probation officers are paid by the state, and may serve more than one county.

CHART I

Median Time Per Child Per Week (by county population groups) devoted to Probation Supervision Duties in Michigan Juvenile Courts.



GROUP	A	0 - 10,000
	B	10,000 - 20,000
	C	20,000 - 30,000
	D	30,000 - 40,000
	E	40,000 - 60,000
	F	60,000 - 120,000
	G	120,000 - 500,000
	H	Over 500,000

Survey by CHILDREN'S CHARTER of the Juvenile Courts of Michigan, Inc.

Disadvantages, as expressed by some judges, arise from the lack of immediate service, difficulty of developing close working relationships, necessity for the local worker to check back to the state office (on some occasions) before a policy decision can be made, and a lack of flexibility due to state adopted regulations -- even if clearly inappropriate in a given case.

It is not the purpose of this paper to consider which is better. It is necessary to say, however, that it is the courts to which the public looks for action. Whether probation services are a part of the court administrative staff or are furnished by a state department, they must be provided by a sufficient number of skilled persons if probation is to be helpful in rehabilitation.

My thesis is that the juvenile court is the central core in any system of treatment and rehabilitation. It can be effective only if it has a sufficient and skilled social service staff. Anyone interested in improved rehabilitation should look first at the services available to the court, either as a part of the court structure itself or made available to it from a statewide source. Approach the inquiry as though your own son or daughter were involved. Are the services for treatment and rehabilitation the kind that you would want if a member of your own family were involved?

Volunteer Probation

It is likely that no substitute for regular probation officers can be effective. However, supplements to the system can be developed on a community basis.

In talking with delinquents they seem to differentiate between meaningful and worthless probation service on the basis of the personal interest shown by the officer. They are also realistic in ascribing lack of interest shown by the probation officer (in some cases) to the pressure of his large case load. There seems to be no substitute for honest interest in a child's problems by some person.

A system of volunteer visitors or probation officers could be devised. This would require screening out the curious, the overly righteous and the inflexible, as well as those with personality problems of their own. Good orientation is essential to prevent some of the initial shock often experienced when the visitor is brought face to face with the transgressions, attitudes and living conditions of delinquents and their families. Legal status and limitations would, of necessity, be a part of the orientation.

A volunteer system does not just grow. It requires time, interest, knowledge, tact, decisiveness and patience by some person closely connected with the court or agency responsible for probation service.

A community sincerely concerned with the shortcomings of its juvenile probation service could make a contribution to youth involved with the court by helping to develop volunteer probation service. The first task for the community is to secure the judge's cooperation. It is then necessary to assure that a coordinator is available to conduct the screening, orientation, assignment, and continuing consultation. Only then should volunteers be sought. Stress is placed on the importance of doing this jointly with the court or agency responsible for the formal probation services because of the legal problems and the

necessity for constant interchange of information regarding each youngster's situation and progress. Changing youthful behavior requires more than moralistic exhortation and should not be tried by the rigid, the timid or the aloof. As the song says: "You Gotta Have Heart."

AUXILIARY SERVICES

In addition to good probation service, other auxiliary services are essential for treatment and rehabilitation. These usually are not found as a part of court administrative structure, except in some metropolitan areas.

Detention

One of the services generally unavailable in rural areas is a detention home for use pending court hearing. There are occasions when a youngster must be held in order to insure appearance at the court hearing, to protect the public from serious harm, to permit the child to be studied as a preliminary to an intelligent dispositional order by the court or where the child's home or community situation is such that removal is necessary to safeguard the child.

On occasion, the rural county may be permitted to use such a home in a nearby metropolitan area. A few states maintain such facilities, but this is the exception. Several municipalities have combined to operate a regional detention facility at Alexandria, Virginia. But that is a densely populated metropolitan area with a good tax base. It is no more than 10 miles from any of supporting municipalities to the home, and state financial assistance was available.

These same factors, that is, short distance and adequate financial base do not exist in most rural areas. Statutes in some states permit counties to join together for regional detention, but without state financial participation it is doubtful that rural counties could build and properly staff such a home so that it is more than a cold storage unit for delinquents. Proper operation, with a 24-hour, 7-day-a-week, supervision is expensive on a per child basis and probably exceeds the financial capabilities of most groups of rural counties.

The alternative, in the absence of state financial assistance, is holding the youths in jail with seasoned criminals, or in separate quarters in the jail, which amounts to solitary confinement. This use of the jail is, by necessity, all too common in rural areas.

Psychiatric Services

Some boys or girls require psychiatric services, although this is a small minority. Treatment and rehabilitation within most rural communities of this type of case is unrealistic in practice. Psychiatrists are not generally available in rural areas. A few cases could be treated if there is a children's psychiatric clinic in a metropolitan area within a few miles or if traveling teams of psychiatric workers are sent out, but numerically speaking, their impact is negligible. There are too few and they have too many cases to handle. The result is long waiting periods and too short treatment sessions after acceptance of the case.

This same problem of waiting and volume applies to the residential treatment center. However, it would seem that the development of these as a state-supported resource, either on a regional or statewide basis is about the only practical means of securing psychiatric treatment of youngsters in the rural area. The residential treatment center can vary in type from the closed mental hospital to the open type of group home furnishing less intensive psychiatric services. A range of types is needed.

Not to be overlooked is the need for residential homes for the mentally handicapped delinquent. Most mentally retarded children can remain in the community. On occasion, however, it is essential that one be placed in a closely supervised home and training school. The program in such a home should be geared to developing such abilities as he or she may have in order to be at least partially self-supporting, and to strengthening the socialization ability of the youngster. Support of such a program is beyond the financial capabilities of rural areas and development needs to be from the state level.

Foster Homes

Where the chief cause of the delinquency is a situation within the home of the youngster, and the child must be removed, it is sometimes possible to find a good private foster home. This is especially true in the younger age range of delinquents, although on occasion an older boy or girl may be able to fit into a private home. Such homes could be made available through any combination of the court itself, a public agency like a county or state welfare department or private agencies, often church related. Finding and keeping such private homes for delinquents, especially in the older age brackets, is difficult but should not be discarded as impossible.

Group Care

Where a child cannot stay in his own home and a private foster home is not available or suited to the needs of the youngster, group care is called for. This can range from the residential home where the youngsters attend the public schools through a variety of types up to the secure custody "training school." It also can include camps.

The secure custody type of institution obviously requires state financing. Rural counties send relatively few to such schools -- and yet they must be available when needed.

Unfortunately there are few states with sufficient concern for the problem to provide adequate institutional care for juveniles. The Court Administration Committee of the National Council of Juvenile Court Judges in 1962 inquired of 70 judges as to the adequacy of state institutions for delinquents. Forty-seven judges from 40 states indicated they were inadequate. Some of the comments were as follows:

"I could write a book on it. Inadequacy has caused everything fro further delinquency to epidemics of venereal disease."

"Too long a wait for admission, too short a stay when there."

"We have no institutions for juveniles except prisons."

"Lack of professional or trained staff."

"It forces the court to detain children (locally) with purely personality development problems with those who have acquired considerable experience in the commission of illegal acts."

"Psychiatrically oriented institutions unavailable."

Private agencies, many church related, have homes of varying types, but they are inadequate in number and selective in their admissions. As one judge said:

"The private institutions are too selective, the public institutions too crowded."

The net result of inadequacies of state institutions throws a tremendous burden on the local community. The delinquent is placed on "probation-by-necessity" even though he is a poor risk, or the local detention facility (or jail) becomes a storage bin for all kinds of cases. Those placed on probation add to the problems of the already overburdened probation officer, if the county has one for its juvenile court.

Some states use camps and relatively small short term residential homes for those not acceptable to private institutions and not sophisticated enough for the secure custody or closely controlled institutions. They serve as a midway type of residential care.

In any type of residential facility, the program is of utmost importance. Merely placing a boy or girl away from home, with other law violators, accomplishes nothing unless the program of treatment can change attitudes and supply stability. The so-called vocational training in most state juvenile institutions is a misnomer.

"About 60,000 young people were sent to public institutions for delinquents in 1960. Although some of these institutions provide training of some sort, the relatively short period of confinement, the length of time required to learn a trade, and the student's frequent lack of readiness to make a serious occupational choice limit the kind of training that can be given. For the most part, the delinquent can only be introduced to an occupation or trade in a correctional institution." 2/

Parole

After release from a state correctional institution for juveniles, a young person generally faces a difficult time. He is apt to be ostracized by those in the community. Employers will hesitate to hire him. Many public schools will not admit him -- or at least will put roadblocks in his way. A good parole system -- minimal in most states and non-existent in many, especially in rural areas -- would assist him in readjustment to community living.

COMMUNITY PLANNING FOR PROBLEM SOLVING

In short, the development of a comprehensive community plan for treatment and rehabilitation of juveniles in rural areas involves state, county, and local

planning. Legislation and appropriations, the latter being the most difficult to acquire, also are required.

But it is clear, without overall planning and a clearly defined goal, no progress toward solution is possible. Such planning will not occur unless individuals in all communities develop a deep and abiding concern about the failure to provide adequate rehabilitative services for young people in trouble.

NEED FOR FACTS

Knowledge of the existing facilities for treatment and rehabilitation is the first requisite. This will involve local, county, and state resources. Such information must be acquired before a comprehensive plan can be developed. It is not sufficient to look at formal statements of function. It is necessary to learn what actually exists and how the services are, in fact, operating. For a variety of reasons existing operation seldom coincides with the stated policy.

How does one start to find out -- in sufficient depth to be reliable -- about the scope and extent of the treatment and rehabilitative services, and how they actually operate?

LOCAL COMMUNITY IS PLACE TO START

Start with the local community. Action can be started with a group of neighbors or it can include members from various neighborhoods. After all, it is in the local community that people live and are confronted by the problems. It is in the local community that people need the services because that is where the young people live. The initiating spark can come from an individual or from an organization, such as a church group, PTA, business or civic organization.

[illegible]

The first thing that should be determined is whether there is, in fact, a community interest in learning whether there is a problem concerning treatment and rehabilitation of delinquents. If people are not interested there is no use in proceeding further. If there is interest a decision should be made to have those interested find out the facts.

WHO SHOULD BE INVOLVED

The committee can have a relatively simple organizational structure and need not be complex. It should be representative of the community and should have on it persons who are respected in the community who are concerned with what happens to young people in trouble with the law. Locate persons who have not already made up their minds as to what the problem is and how it should be solved. This is a fact gathering process and should be done without preconceived ideas as to what will be found. Persons having already made up their mind will look for and listen only to that which they wish to hear.

Eliminate those with personal grudges or political ambitions because the purpose of this is to arrive at factual knowledge of community and state services for treatment and rehabilitation of the delinquent youngster. The purpose is not to build up or tear down any agency or individual.

FORMULATING THE COMMON GOAL

The ultimate objective is the forging of a common community goal based on the knowledge gained, followed by the development of methods to plan and coordinate activities so that common goals can be attained.

Separate goals have been and still are, the rule, among most public and private agencies. The aim of each has been to furnish more and more service within a limited field. Frequently, the maintenance or growth, of the agency has become an objective in itself. Planning is oriented around the agency, not around the common problems of the community.

For this reason it is suggested that, at the outset, the committee include few persons committed to the advancement of policies of particular organizations.

Obviously the common community goal cannot be formulated without calling on the existing resources for information as to their distinctive roles. This can be done without incorporating them as committee members.

Searching questions as to number and types of children dealt with should be asked. Does practice correlate with their announced goals? What cases are not handled. What happens to a child when it is found he or his family are cut off from service with the vague phrase that he or she is "untreatable in this setting," "lacking in motivation," "outside the function of this agency," or "will not profit from our intervention"?

By thus inventorying the strengths and weaknesses of a community, and the state services available to a community, it is possible to arrive at a set of common community goals and to relate these to the services available, purportedly available, and missing. Common community goals should be stated in terms of services needed for rehabilitation without, at this point, defining by whom. It should truly represent the community conscience as to what must be done to accomplish rehabilitation.

A word of warning -- nearly every agency will respond that they could do the job themselves, alone -- if they had more money. This may be true for certain limited goals, but just as frequently it will be found that intensified services in one area still leave the broader common community goals just as distant. It is only natural that each organization sees its own sphere as most important, sometimes without looking at the larger picture.

IMPLEMENTATION TO REACH GOAL

When, common community goals having been spelled out, implementation is the next step. Just talking about goals and appropriate coordination of services, will not bring progress. Mere lapse of time will not solve problems arising from the need for services.

ENLARGING SPHERE OF INTEREST

At this point, it is likely that a wider organization is necessary. Undoubtedly, the fact gathering process, and the resulting goal decisions will have demonstrated the need for interaction of a variety of agencies and individuals in the local community, the county, and the state. The concept of the Community

Coordinating Council is especially appropriate at this point. 3/ In fact the local community committee work up to this point has included many of the functions of such a council, but it has had some important differences. First, the basic point of interest -- treatment and rehabilitation of delinquents -- was selected at the outset. Second, contrary to many such councils, it has operated, deliberately, without the "professionals" as members.

There should be, in each state, a division of the juvenile corrections agency with a function of helping each community to develop its own programs of prevention and treatment. Securing this service (if not already in existence) could be a part of the goals to be sought.

The organization should now enlist interest on the county level, and at the state level, if possible. In doing this the need for the accurate information already collected will be apparent. Facts must be available to answer the questions which are bound to be raised. Getting this information to others along with communication of the common community goals is essential.

INVOLVE AGENCIES FULLY

Up to this point only goals and facts have been the concern. It is now time to give attention to reaching the goal. In this area it is essential to involve the public and private organizations fully and directly. They are the ones who furnish the needed services. Public and private organizations have already furnished information as to what they, in fact, are doing. They should now be asked to sit down with the committee to discuss the facts already elicited and the common community goals. Possibilities of change of emphasis of their programs, assumption of new duties in place of old, transfer of functions should be discussed in terms of what precisely each can do and cannot do to achieve the goals. There will be valid reasons why change cannot be made in all instances, including legal, financial, and personnel factors. But the result (perhaps after several sessions) will be a clearer picture of the remaining gaps in services needed to achieve goals, and the reasons for those gaps.

Since it is likely that some will be legal and financial, it is wise to have invited the area state senator and representatives and the local county commissioners or supervisors to join the discussions along with the heads of the public or private organizations.

If the committee has been truly representative of the community's conscience in arriving at the common goal, and if the facts gathered are accurate there will be much greater acceptance by all of the organizations involved.

DETERMINE PRIORITIES

It is likely that priority of need in reaching the desired goal will have to be assigned. This can be difficult, because it may involve abandonment of some existing service and replacement by another, but it is essential. This does not necessarily mean the replacement of the agency, but it could mean some agencies will carry out considerably different functions.

WORK FOR CHANGE

Once the priorities have been established by this truly representative citizens group, influence can be brought to bear on public and private boards to change emphasis, supplement program, replace one service with another and coordinate services, all in relation to the common goals.

If this is not done, the committee can legitimately inquire why.

Changes will not occur overnight. It has been said that securing social change frequently involves the same legal and emotional problems as trying to move a cemetery. But in the absence of common community goals truly representative of the community's conscience as to what is essential for treatment and rehabilitation of delinquents, no progress at all can be expected. Changes can be brought about if we want, enough, to do so.

IT CAN BE DONE

It may seem that changing the existing structure of services, especially on a state-wide basis, is too much to expect. It will not change unless people in local communities get the facts, formulate a common community goal and work to achieve it.

In one community, the long delay before admission to a state juvenile corrections institution was causing the local detention facility to become a mere storage place, over-crowded with those awaiting admission to the state school -- for as long as 20 weeks. The detention home was designed only for short term care of a few days. By cooperative arrangement, the special education system of the county schools was extended to serve the detention home on an experimental basis. Remedial reading, certain vocational subjects, and counseling were instituted. The constructive program was so successful that in several instances, it was found unnecessary to complete the transfer to the state institution when a vacancy occurred.

This cooperative experiment by the court, schools and community attracted state-wide attention. With some promotion by educators, judges and others, legislation calling for such cooperative arrangements on a state-wide basis has been enacted.

In this case a plan starting in a county serving a rural area and a small urban area has become the model for the entire state.

The elements for cooperative action were present -- need, a common plan addressed to the problem to be solved, not to the needs of a particular agency, interest, and promotion to accomplish it, first on a local level and later at a state level.

As was said by Edmund Burke, "All that is necessary for the triumph of evil is that good men do nothing."

FOOTNOTES

1. NCCD News, Vol. 42, No. 2, March-April, 1963.

2. "Young Workers: Their Special Training Needs,"
   Manpower Research Bulletin No. 3, p. 18, May 1963.
   Office of Manpower, Automation and Training, U. S.
   Department of Labor.

3. For further inform ion see:

   "Neighbors Unite for Better Communities" 50¢
   United Community Funds and Councils of America
   345 East 46th St., New York 17, N. Y.

   "Teamwork in the Community"
   Department of Rural Sociology
   University of Wisconsin, Madison, Wisconsin

   "How to Organize for Rural Community Development"
   Extension Circular No. 415.
   North Carolina Agricultural Extension Service
   University of North Carolina, Raleigh, N. C.

   "Handbook for Community Leaders"
   Association of Community Councils
   Kansas City, Missouri

   "The Organization's Guide to Community Service"
   Governor's Advisory Committee on Children and Youth
   401 State Office Building No. 1
   Sacramento 14, California

   See also various publications of

   Department of Community Services
   1851 Westmoreland Ave.
   Los Angeles 6, California

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